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ABSTRACT

This report updates 1979 studies of European practice in catering training and education. Section 1 provides background. Section 2 describes the structure of West German federal and state government and their respective responsibilities for vocational education and training, including the dual system of apprentice training and the role played in it by Chambers of Commerce. It considers the structure of the West German hospitality industry and the composition, by sector, of the industry itself. An outline of the organizational structure of DEHOGA (Deutscher Hotel- und Gaststattenverband EV), the industry's trade association, is provided. Section 2 also presents available data on the new states from the former German Democratic Republic. Section 3 examines the links between compulsory full-time education and vocational education and training. It looks in detail at the role of the various vocational and educational establishments and at the operation of workplace training in the dual system of apprentice training. It describes the main catering and hotelkeeping trades covered by the system and considers how successfully the present and future skills needs of the industry are being met. This section explores the range of higher vocational educational opportunities for hospitality managers who have successfully completed the dual system. Section 4 relates the present report to the 1979 study and suggests some strengths and weaknesses of the German system as compared with practices in Britain and France. (YLB)

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ED 372 178

Catering Education and Training in Germany

a comparative study

Duncan Rutter

RESEARCH *Report*

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HOTEL & CATERING TRAINING COMPANY

Catering Education and Training in **Germany** - *a comparative study*

RESEARCH *Report*

HOTEL & CATERING TRAINING COMPANY

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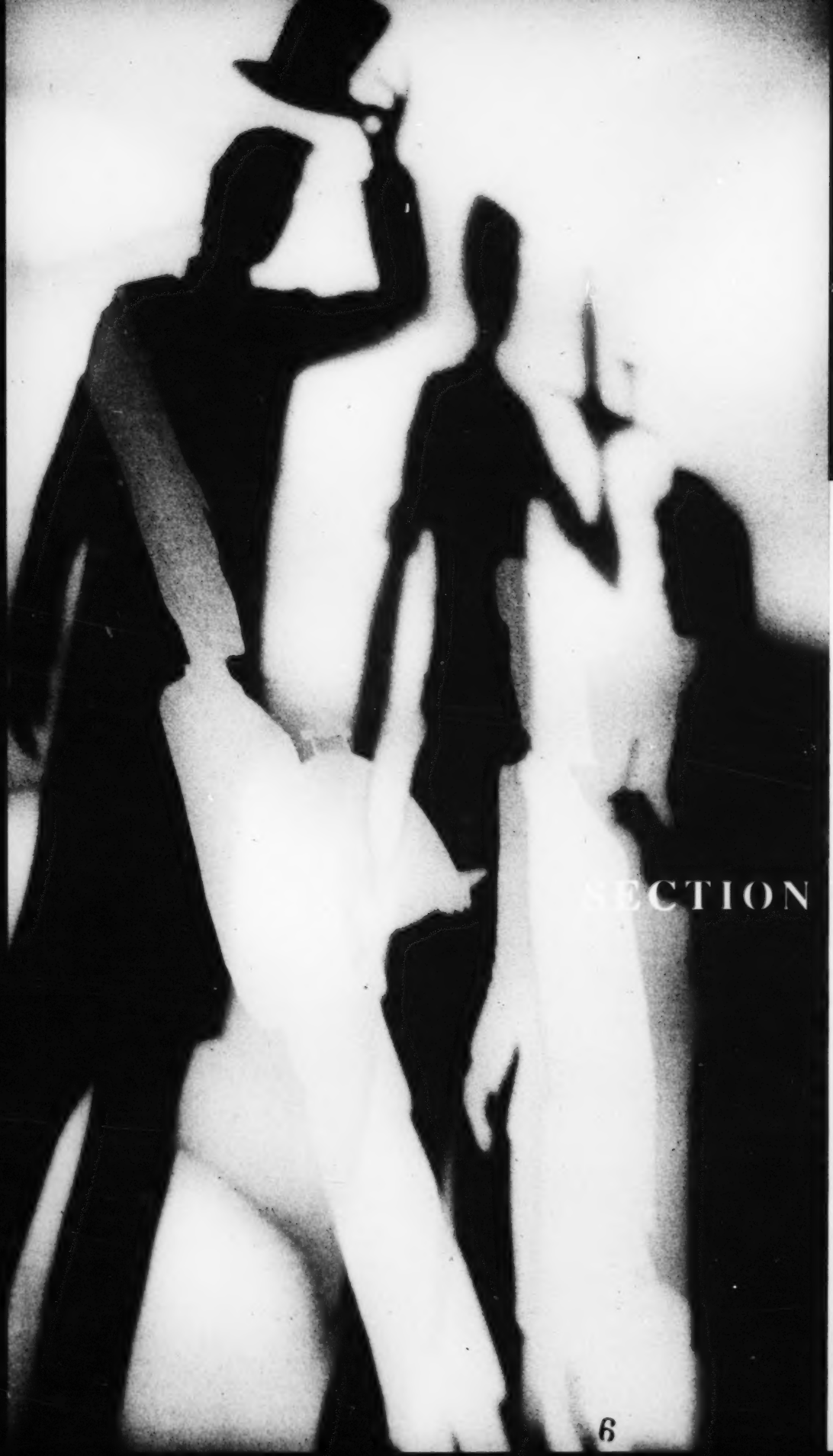


Background to the report

SECTION *One*

HOTEL & CATERING TRAINING COMPANY

This report is based on investigative visits made by the author to German vocational schools, trade associations, Chambers of Commerce, government departments and employers during late 1991 and early 1992.

BACKGROUND TO THE REPORT

It is the second of two reports intended to update the 1979 studies of continental practice in training and education, commissioned by the then Hotel and Catering Industry Training Board. The companion report *Catering Education and Training in France – A Comparative Study* was published jointly by Hotel and Catering Training Company (the successor body to the statutory Training Board) and the University of London Institute of Education in January 1992.

This report deals in more detail than its predecessor[1] with higher level programmes of vocational education, as well as the influence of government and tripartite bodies on vocational education and training.

As one would expect, there are quite marked differences in the infrastructure for vocational education and training between the former West German Federal Republic and the former German Democratic Republic. The process of integration has begun, but it is likely to be four years before reliable comparative information is available for the unified country. This report therefore concentrates on existing training and educational practice in the West.

SUMMARY

Section 2 describes the structure of West German federal and state government and their respective responsibilities for vocational education and training, including the dual system of apprentice training and the role played in it by Chambers of Commerce. It then looks at the manpower structure of the West German hospitality industry and the composition, by sector, of the industry itself.

A resumé follows of the organisational structure of DEHOGA, the industry's trade association. Like BHA its British counterpart, DEHOGA plays a prominent part in influencing personnel practices in the industry and also exercises substantial influence on government.

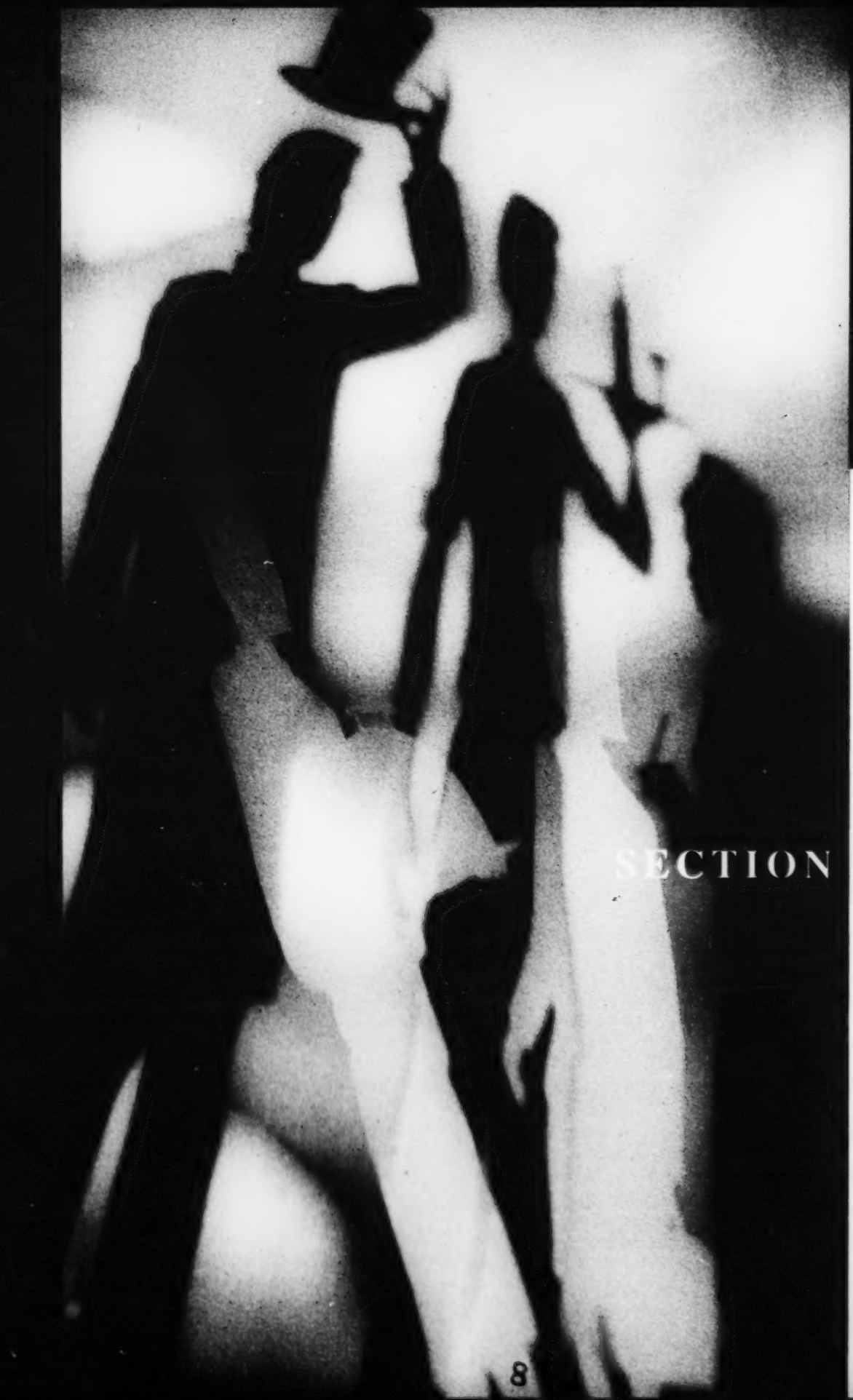
The recruitment and training challenges faced by the German hotel and catering industry have been accentuated by the addition of the former Democratic Republic whose operating standards and personnel practices need to be attuned to those obtaining in the West. Section 2 presents available data on the new States.

Section 3 examines the links between compulsory full-time education and vocational education and training. It looks in detail at the role of the various vocational and educational establishments, and at the operation of workplace training in the dual system of apprentice training. It describes the main catering and hotelkeeping trades covered by the system, and considers how successfully it is meeting the present and future skills needs of the industry.

This section also looks at the range – and the limitations – of higher vocational educational opportunities for hospitality managers who have successfully completed the dual system, including those offered by the private sector.

Section 4 relates the present report to the 1979 study, and suggests some strengths and weaknesses of the German system compared with practices in Britain and France.

[1] *Continental Craft Training Study - German Report*, M Allmond, M Elsley, T Warnes and P Wood, HCITB, 1979



Overview of the industry

SECTION *Two*

HOTEL & CATERING TRAINING COMPANY

THE ROLE OF GOVERNMENT

The statutory and consultative framework is designed to ensure a reasonable degree of uniformity in occupational standards throughout Germany. The government's own definition of the purpose of vocational training[2] is *to provide the basic skills for a field of employment and, through career-orientated specialised training, the specialised skills and knowledge required for competence in an occupation.*

The structure of vocational education and training is inseparably linked with the political and commercial infrastructure. In the area covered by the former West German Federal Republic (FDR) it is based on the 11 Lander[3] or Federated States. The population of these varies between 17 million (North Rhine/Westphalia) and 700,000 (Bremen).

Since unification, what was the State of West Berlin has been enlarged to include both East and West Berlin, and five other States[4] have been created for the remainder of the former German Democratic Republic (GDR). Institutions on Western lines are being established, so that ultimately the infrastructure for training and education will be similar throughout the country.

The States are very influential. Responsibility for all education, for example, including vocational education, is in effect delegated to them. They are responsible for general and vocational schools, and for Chambers of Commerce which are given substantial powers, by virtue of Federal legislation, over the conduct of industrial training.

On the other hand, labour mobility obviously calls for some federal uniformity in the structure and financing of higher education, in educational and training qualifications, in student grants, and in general principles of vocational development. This is achieved by a process of consensus rather than imposition from the centre. Joint committees which have representatives from employers' and trade union interests, in addition to those of the federal and state governments and educationists, effectively determine the location, financing, and functions of centres of higher education as well as the general direction of educational research.

Key legislation

The Vocational Training Act, 1969 lays down the policy for vocational further education and job retraining 'insofar as it is not conducted at vocational schools, which are subject to the school laws of the State' (Section 2.1).

Under the 1969 Act, local Chambers of Industry and Commerce are designated the 'responsible authority' for industrial training in most industries including hotels and catering.

The Vocational Training Promotion Act, 1981 requires 'the Federal Minister to keep a constant watch on the regional and sectoral development of training places ... and if there are indications that a balanced supply of training places may be put at risk, (to make) remedial proposals' (Section 3).

The 1981 Act also laid down what statistics should be maintained federally to enable the Minister to meet this requirement, and established a Federal Institute of Vocational Education with specified advisory terms of reference.

The Federal Youth Labour Protection Act, 1960 and amended in 1976, requires employers to release apprentices for attendance at a vocational school without loss of wages. It also lays down apprentices' holiday entitlement.

The Industrial Relations Act, 1972 specifies in detail the rights and responsibilities of Works Committees in the supervision of workplace apprentice training in Approved Centres. The workers' representatives on those Committees have the right to discuss with the employer any aspect of training,

including safety at work and apprentices' pay. They can also question the competence and suitability of the person responsible for youth training and, if they think it necessary, ask that the person concerned be moved from the job.

The extent to which workers' representatives exercise their rights is obviously linked to the size of union membership in the industry concerned. Estimates of trade union membership in hotels and catering vary between 6% and 8%.

The key federal and state organisations

Whilst the State Ministers of Education are responsible for all educational provision, either the State Ministry of Labour or the Ministry of Economics (depending on individual States) oversees the operation of industrial training.

Standing Conference of State Education Ministers

A quasi-executive body with an effective secretariat and significant powers, the *Standige Konferenz der Kultursminister der Lander* secures broad comparability in qualification structure and curriculum content and ensures a measure of uniformity in educational practice. Recommendations agreed at the Ministers' meetings – of which there have been some 250 on vocational training and well over 1000 since the conference was set up in 1948 – invariably become embodied in individual State regulations.

Federal Vocational Training Institute

The composition of the Institute sets the pattern, within the overall requirements of the Vocational Training Act, for vocational training in Germany. It comprises representatives of employers, employees and educationists – as do comparable French institutions and as did the British Manpower Services Commission. It also includes separate representation from each individual State in a 'State Committee'. This has specific responsibility for revising and co-ordinating training regulations so that they are applicable throughout all States.

The Institute operates two other Committees: one concerned with the provision of vocational training for the handicapped, and the other, a 'Committee of Experts', comprises teachers, trainers and instructors.

The work of the Institute as a whole is co-ordinated by a Director General, a senior civil servant nominated by the Federal President.

Much of the Institute's efforts are directed to bringing about training regulations which reflect changing industry or social needs. For some years it has been trying to rationalise the number of trades that might be duplicated by various industry sectors – there are currently some 375 'recognised occupations' compared with 606 in 1971.

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[2] *The Educational System in the Federal Republic of Germany*, Foreign Office of the FDR, Courir-Druck, Bonn 1982

[3] Baden-Wurrtenburg, Bayern (Bavaria), Bremen, Hamburg, Hessen, Niedersachsen (Lower Saxony), Nordrhein-Westfalen (North Rhine/Westphalia), Rheinland-Pfatz (Rhineland/Palatinate), Saarland and Schleswig-Holstein and Berlin (West)

[4] Brandenburg, Mecklenburg-Vorpommem, Sachsen, Sachsen-Anhalt, and Thuringen

Chambers of Commerce

These are public corporations, to which all commercial enterprises must belong, and their statutory duties under the 1969 Act include[5]:

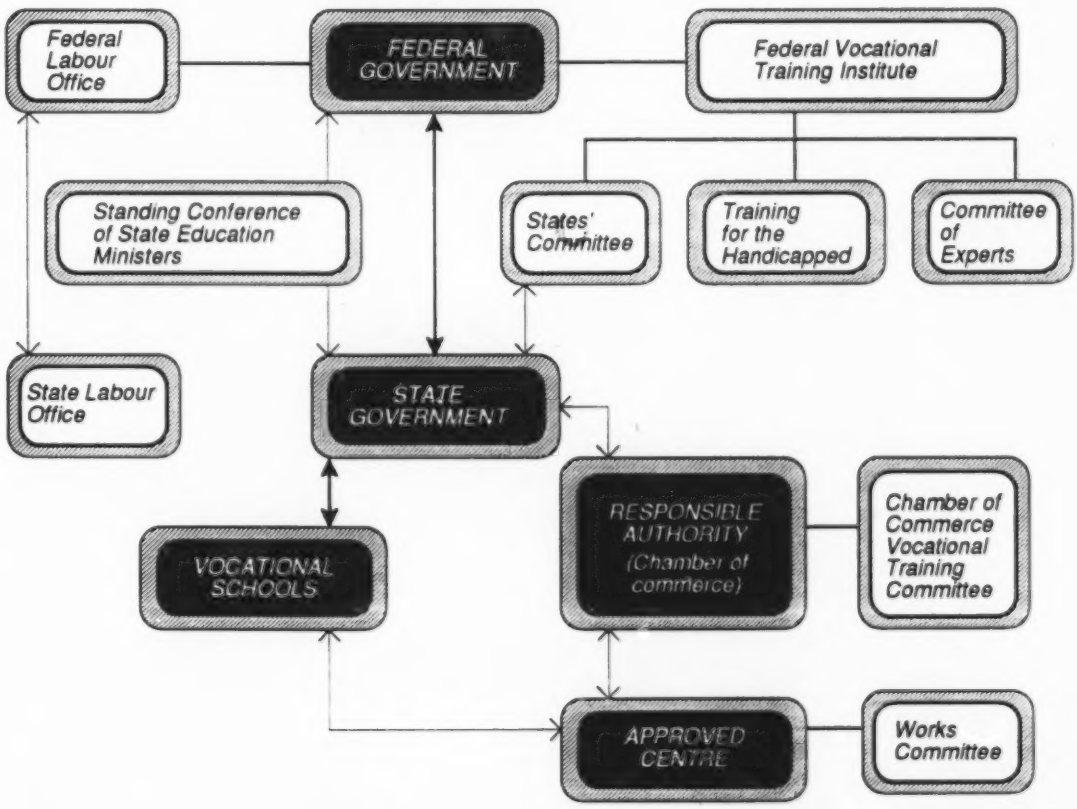
- supervision of vocational training in the workplace
- advice to instructors and apprentices and arbitration in the event of dispute between them
- determining the length of training
- ensuring that adequate records are maintained
- setting up examination boards, determining examination regulations and conducting intermediate and final examinations.

Much of this work is done through the Vocational Training Committees, made up of employers, employees and educationists (the latter in a non-voting advisory capacity). Although employers and employees have equal numerical representation, annual budgets (and any subsequent proposals which might call for a supplementary budget) are determined by general meetings of the Chamber of Commerce where employers enjoy exclusive voting rights.

[5] For a comprehensive list of duties see *The Dual System – The Vocational Training System in the Federal Republic of Germany*, by Prof Dr Joachim Munch, Federal Ministry, 1992, page 40

Figure 1

Organisations influencing vocational training



THE INDUSTRY IN WEST GERMANY

Some 972,000 people work in the commercial sectors of the West German hotel and catering industry. This is slightly less than the (roughly) equivalent commercial sectors in Britain, and rather more than in France:

West Germany: total 972,000 of whom 57% (557,000) are women and 28% (269,000) work part-time[6]

Britain: total 1 million of whom 59% are women and 52% are part-time[7]

France: total 690,000 of whom 52% are women and 60% are part-time[8].

All the major sectors of the West Germany industry have grown significantly since 1961 (Tables 1 and 2).

Over a third of all people working in the commercial sectors do so in independently-owned or family businesses. This is a greater proportion than in Britain, and presumably largely accounts for the relatively low German proportion of part-time workers. Nevertheless, the major groups are increasingly in evidence, particularly in the hotel sector, where foreign chains are already well established (Table 3).

West Germany has also seen a marked growth in marketing consortia during the 1980s, particularly at the top end of the hotel market (Table 4).

Table 1
Number of establishments by sector 1961-87

	1961	1970	1987
Hotels	35,800	38,600	41,000
Restaurants	135,000	156,000	168,000
Canteens	3400	3100	3700
Rail catering companies	20	9	8
Total	174,600	198,100	212,200

Source: Federal Government Statistics Office

Table 2
Numbers employed by sector 1961-87

	1961	1970		1987	
	Total	Total	Female	Total	Female
Hotels	191,000	199,200	119,300	254,300	159,109
Restaurants	451,000	483,600	275,800	653,800	350,000
Canteens	16,000	15,600	11,000	32,500	19,200
Rail catering	4300	3300	940	4130	1280
Total	662,000	702,600	406,900	944,700	539,800

Source: Federal Government Statistics Office

[6] Federal Statistics Office, Wiesbaden

[7] Department of Employment, *Employment Gazette Historical Supplement* No 3, June 1992

[8] Comptes de la Nation, Insee 1987

Table 3
Top hotel brands

	Number of Hotels	Rooms
Maritim	24	6240
Steigenberger	27	4520
Intercontinental	11	4408
Holiday Inn	20	4303
Novotel	29	4066
Treff	31	3876
Dorint	30	3709
Queen's Moat Houses Hotels	21	2920
Remada (Renaissance)	12	2635
Arabella	10	2209
Scandic Hotels (Germany)	10	2200
Arcade	16	2183
Sphere (Ibis Urbis)	18	2096
Sheraton	3	1894
Queen's Moat Houses Management	9	1891
Hilton International (Germany)	4	1774
Penta	5	1677
Movenpick	10	1659
Pullman (Germany)	8	1540
Marriott	4	1482
Mercure	11	1354
Kempinski	4	1209
Astron	8	1068
Deutsche Interhotel	9	792

Source: DEHOGA Annual Report 1990/1, pp 253-255

Table 4
Major marketing consortia

	Number of members
Top International Hotels	90
Best Western	74
Silence Hotels	74
Gast im Schloss	64
Minotels Deutschland	59
Verband Christlicher Hotels	59
Ring Hotels	58
Relais and Chateaux Deutschland	29
Inter-Europe Hotels	25

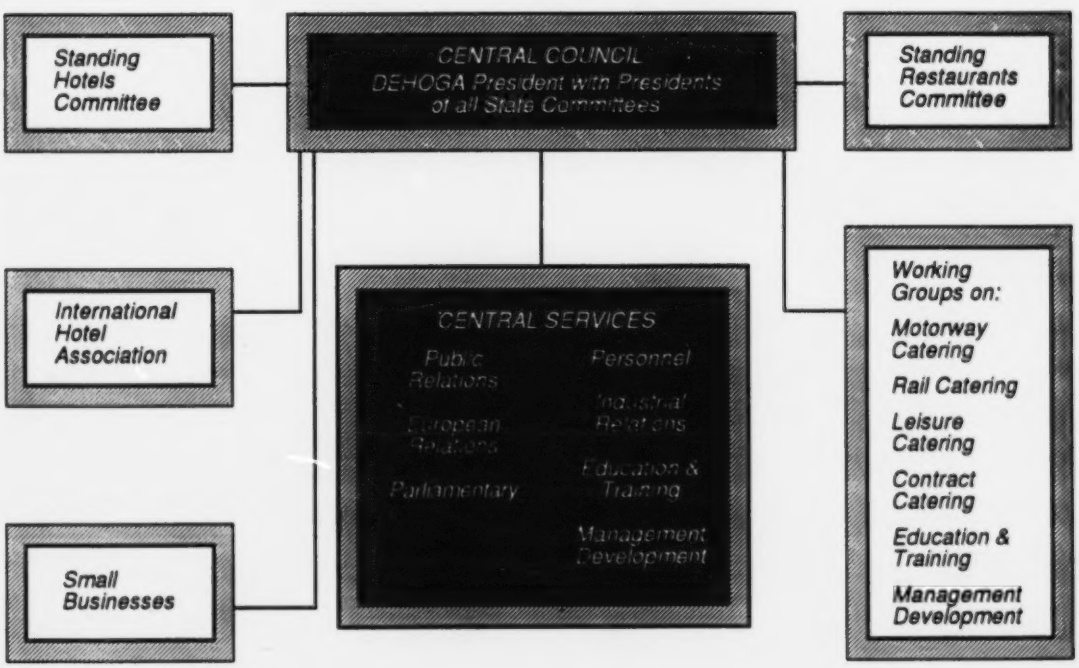
INFLUENCE OF THE TRADE ASSOCIATION

The sole trade association for catering and hotelkeeping is *Deutscher Hotel- und Gaststattenverband EV* (DEHOGA), based in Bonn, and there is no equivalent to UK's professional body, the Hotel, Catering and Institutional Management Association.

The organisational structure of DEHOGA reflects that of government, with considerable emphasis on representation from the States. Thus, its Council consists of the Presidents of all the State DEHOGA Committees, including those created since reunification. The Council is supported by centrally-controlled specialist departments which also service standing Committees and working groups on which the local representatives serve.

Figure 2

Organisational structure of DEHOGA



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THE INDUSTRY IN EAST GERMANY

DEHOGA has made a start on collecting comparative data from what was the German Democratic Republic. This shows that in 1989 83% of the GDR's total beds in hotel-type accommodation were located in institutional establishments which were owned either by trade unions, the place of employment, or the State (Table 5). It is questionable whether many of the 736 non-institutional hotels were of a standard that generally prevails in the West. The proportion of available beds in self-catering establishments (nearly three times as many as in hotel-type accommodation) was much higher than in any country of Western Europe.

Similarly the restaurant sector was predominantly institutionalised with relatively few establishments having any gastronomic aspirations (Table 6).

Some of the problems and issues raised by re-unification are discussed on page 35.

Table 5
Hotel-type and self catering accommodation, GDR, 1989

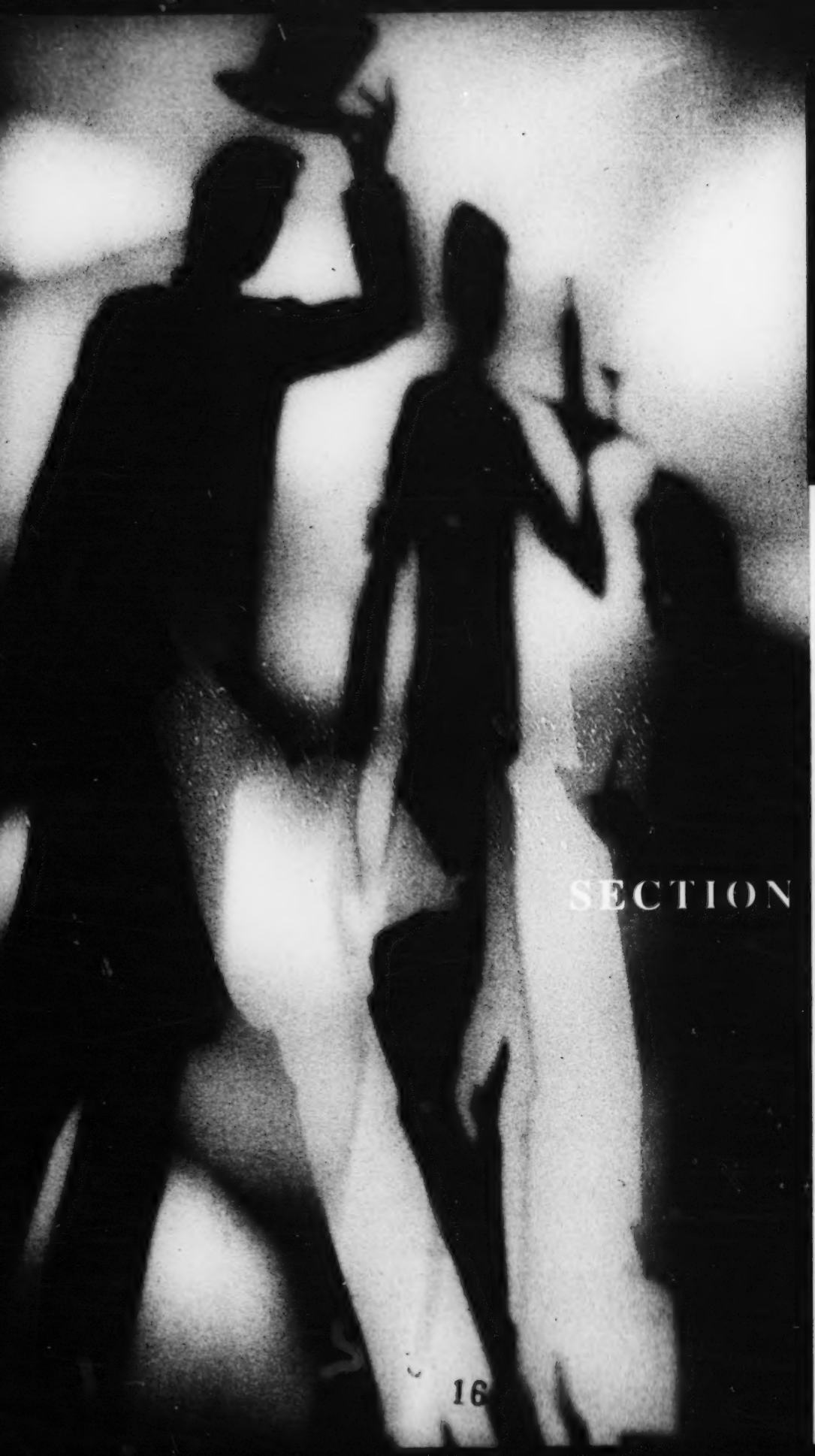
	Number of units	Beds Total	%
Hotels	736	41,764	17
Trade union hostels	693	87,061	36
Leisure centres owned by the workplace	2162	70,964	30
Residential educational centres owned by the workplace	404	15,558	7
Leisure centres for young people	268	24,437	10
Total hotel-type	4263	239,784	100
Chalets	34,658	150,189	
Caravans	26,144	104,339	
Camping sites	530	385,000	
Total self-catering	61,332	639,528	

Source: DEHOGA Annual Report 1990/1

Table 6
Restaurants by market, GDR, 1989

	Number	%
General	17,222	66
Specialising in fine wine	7300	28
Specialising in good food	1422	5
With entertainment	337	1
Total	26,281	100

Source: DEHOGA Annual Report 1990/1



Vocational education and training

SECTION *Three*

HOTEL & CATERING TRAINING COMPANY

THE EDUCATION AND TRAINING SYSTEM

The main providers of vocational education and training are the:

Berufsschule – part-time vocational schools forming an integral part of the secondary educational system and apprenticeship training (known as the *dual system*). Berufsschule are totally funded by the States – neither employers nor students pay fees – and are numerically the most significant providers for the hotel and catering industry. Taking the 16 to 19 year old population as a whole, over 73% embarked on the dual system in 1989 (the latest figures available), compared with under 60% in 1984.

Berufsfachschule – full-time vocational schools. In the public sector they cater primarily for the less academically gifted. Also a number of private sector establishments.

Fachoberschule – instituted in 1969 and so a relative newcomer, they are intended for mature students and for pupils leaving the Realschule with GCSE-equivalent. They provide a full-time bridge leading to vocationally-oriented higher level programmes at a Fachhochschule (roughly equivalent to the British polytechnic). At present the nearest subject to catering and hotelkeeping is home economics. However, a number of States are conscious of the obstacles placed in the way of expanding industries by the traditional higher education routes, and Lower Saxony is experimenting with a one year programme in catering and hotelkeeping for those who have successfully completed the State's apprenticeship scheme.

Hotelfachschule – entry normally calls for a minimum of two years practical experience following successful completion of an apprenticeship. With the exception of the Lower Saxony Fachoberschule programme, they offer the highest level of industry-specific vocational education open to those wishing to enter hotels and catering. Programmes last one or two years, and in addition to the five public sector schools (Berlin, Dortmund, Hamburg, Hanover and Heidelberg) there are a number of private Hotelfachschule, mostly in Bavaria.

Universities and Fachhochschule – the nearest disciplines to catering and hotelkeeping are general business and administration and economics, and entry is restricted to holders of the Abitur (A level equivalent). A few universities and Fachhochschule include tourism in their economics programme.

THE LINK WITH COMPULSORY EDUCATION

For most children, full-time education begins at the age of six. (Kindergarten are available for voluntary attendance between the ages of three and five.) The first four years of compulsory education are of a general nature in a *Grundschule*. This provides a base for one of four options.

The system is so designed that pupils developing aptitudes for streams other than the one they are currently in can move across. This is especially true between school years 6 and 9 (ages 10 to 12), designated as 'orientation' or 'threshold' years.

1 Hauptschule

5 years. The least demanding academically of the options. Most pupils go on to a Berufsschule and apprentice training, having obtained a *Hauptschule certificate*.

2 Realschule

6 years. Those attending the Realschule aim to qualify for the *Mittlerer Bildungsabschulss*, the equivalent of GCSEs, and ultimately to take up supervisory or

specialised jobs either following full-time further education through a Fachoberschule (though this route is not generally available for hotel and catering candidates) or through a Berufsschule and apprentice training.

3 Gymnasium

9 years. Pupils attending the Gymnasium generally aspire to enter a university or Fachhochschule following the award of the *Abitur*, the equivalent of A levels.

Over 13% of apprenticeships in West German industry as a whole are taken up by students who have successfully completed their education at the Gymnasium and who see apprenticeship coupled with the Berufsschule as a logical route to management in the industry of their choice. There are no separate statistics for entry to the hotel and catering industry from the Gymnasium route (nor, perhaps more significantly, are there any data on the respective proportions of the total hotel and catering intake coming from the Realschule and the Hauptschule) but between 10% and 15% of the total intake is said to be a reasonable Gymnasium estimate.

4 Gemantschule

A comprehensive school which is being tried experimentally in the West German States. Although of considerable potential importance, it is not as yet numerically significant, and for this reason is not discussed further in this report.

Summary of the system

Figure 3 shows the link between the first three options, and with the Berufsschule and Berufsfachschule. Figure 4 shows the links with further and higher education, insofar as they might be relevant to the hotel and catering industry. The route via Fachoberschule to Fachhochschule is not yet a practical proposition for catering and hotelkeeping candidates, nor is there a route for them from Hotelfachschule to Fachhochschule.

Berufsgrundbildungsjahr

Figure 3 also refers to the Berufsgrundbildungsjahr. This is the first stage of vocational training and can be taken as part of the dual system or as a full-time school year. If the latter, it aims to combine an introduction to the student's chosen vocation with a substantial general education element.

Figure 3

The link between compulsory and vocational education

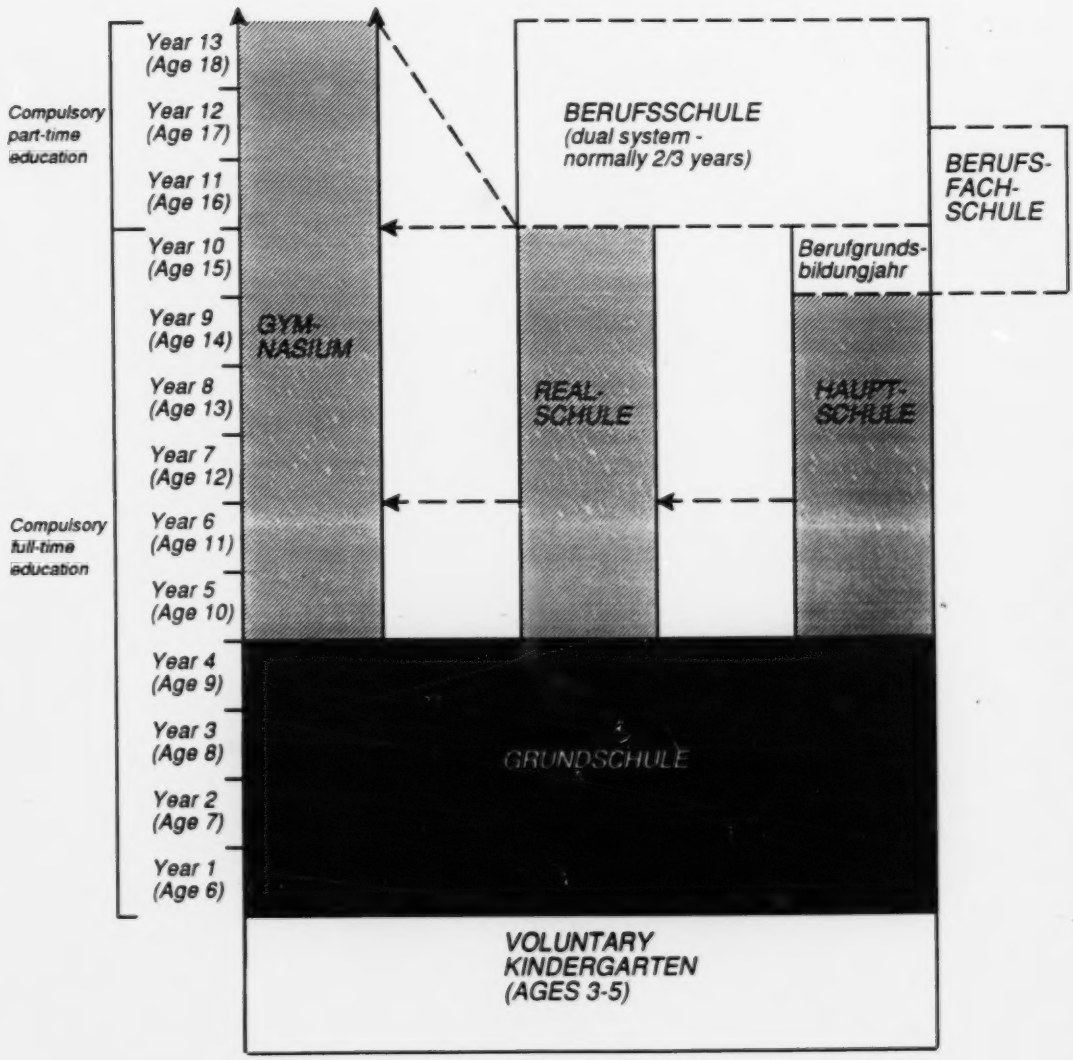
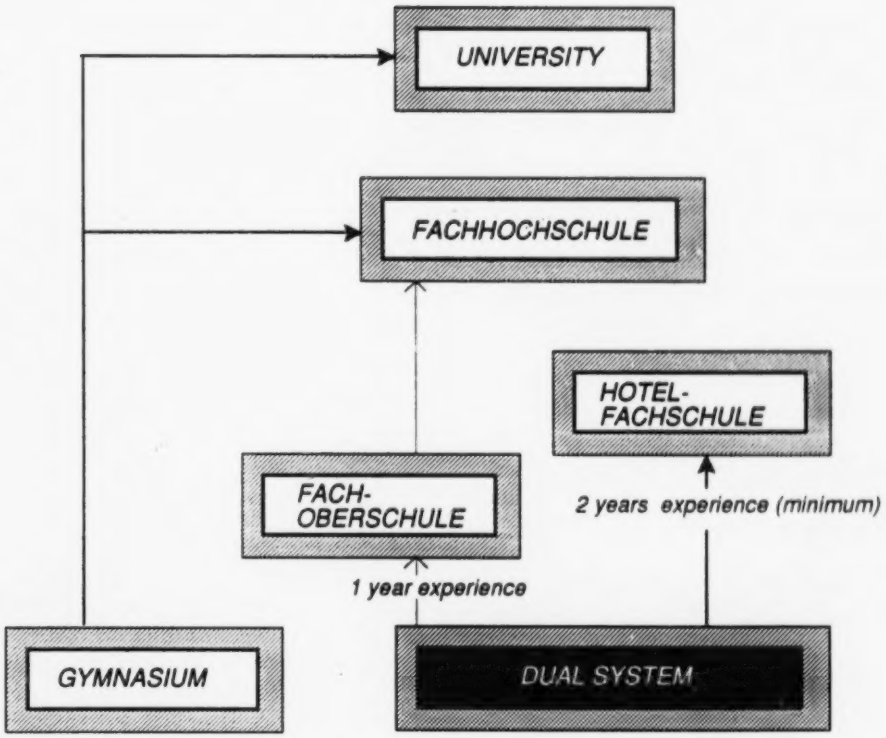


Figure 4

The link with further and higher education



BERUFSSCHULE AND THE DUAL SYSTEM

The Berufsschule are concerned with imparting general and professional knowledge ('underpinning knowledge') to students who are already committed to a specific vocation. Although for a minority of students this can be done in a full-time programme in a Berufsfachscule, in most States the overwhelming weight of the work at this level is directed at complementing, within the Berufsschule, planned training in the workplace as a fundamental component of the dual system.

This is especially true for the hotel and catering industry. Some other occupations – bricklayers, fitters and electricians, for example – benefit from practical craft training centres to add a third dimension to the training experienced in the workplace and the theory gained in the Berufsschule. Hotel and catering trainees generally are confined to the dual system.

Approximately 40% of the curriculum consists of general studies in German, civics/social studies, economics, religious instruction, and physical education. The remaining 60% is geared to the vocational needs of the chosen specialism including foreign languages. Table 7 gives some typical programmes.

Generally classes take up two days of an apprentice's week. Exceptionally – though the practice is growing in hotels and catering – the curriculum is covered by block release. In some occupations, and in catering where special geographical considerations demand it, these block programmes are organised on a residential basis.

The classes extend throughout the duration of an apprenticeship. At the end, students receive a leaving certificate. Generally this is issued without an examination, but Baden-Wurrtenburg and Bavaria are examples of States that conduct formal examinations.

The Berufsschule leaving certificate, together with the examination-based certificate marking successful completion of the apprenticeship training (see page 23), affords entry either to full-time work in the chosen occupation or entry after an interval to a Hotelfachschule.

Table 7
Examples of Berufsschule programmes (total hours – 280 per year)

COOK	
Year 1	
Health and hygiene	20
Science of nutrition	80
Basic food preparation	80
Larder and service	40
French	20
Management studies	40
Year 2	
Food science	220
French	20
Management studies	40
Year 3	
Advanced food science	140
Food and wine product knowledge	80
French	20
Management studies	40
GENERAL HOTEL AND RESTAURANT ASSISTANT: FACHGEHILFE IN GASTGEWERBE	
Year 1	
As above	
Year 2	
Food and drink product knowledge	80
Larder and service	60
Room service/laundry	20
Administration and sales	40
English or French	40
Management studies	40
HOTEL SPECIALIST: HOTEL FACHMAN	
Years 1 and 2	
As general hotel and restaurant assistant	
Year 3	
Menu planning/product knowledge	20
Hotel organisation	40
Housekeeping	30
Stock control	30
Administration and reception	80
English or French	40
Management studies	40
RESTAURANT SPECIALIST: RESTAURANT FACHMAN	
Years 1 and 2	
As hotel specialist	
Year 3	
Menu planning/product knowledge	40
Service	80
Study of wine	60
Restaurant organisation	20
English or French	40
Management studies	40

Source Secretariat of the Standing Conference of State Education Ministers

Teaching styles

The most striking difference between Berufsschule generally and the British and French hotel schools is the distinction drawn between vocational education and its practical application. Virtually every hotel school in further and higher education in Britain operates a training kitchen as well as a training restaurant open to the public. No conventional Berufsschule does; any simulated kitchens, well-appointed though many are, are generally confined to demonstrations by the catering teacher.

In France, most hotel schools occupy their own discrete site and are regarded in their locality as an identifiable example of high standards in cooking and restaurant management. A small minority operate training hotels as well as public restaurants.

Most Berufsschule share their premises and many of their staff (even more markedly than in British further and higher education) with other professional interests. The Berufsschule teaching staff would probably be discouraged from entering into commercial or consultancy activities within their industry, and their background and training would be unlikely to qualify them to do so.

In these circumstances, teaching methods in the classroom are highly directive, even more so than in France. Student participation seems generally confined to asking and answering questions, and the practical application of knowledge acquired in the classroom is primarily left to the employer in the workplace.

Workplace training

All contracts between the employer and the apprentice must conform to certain broad criteria laid down by the local Chamber of Commerce within statutory requirements (see Section 2). The contract must be:

- for one of the 375 'recognised occupations' defined by the Federal Government
- registered with the employer's Chamber of Commerce
- with an establishment approved by the Chamber as suitable for training in the trade within accepted criteria.

The criteria are that:

- the establishment can offer the necessary range of practical experience in the trade concerned or can make suitable arrangements elsewhere to fill any gap
- the employer is personally suitable
- the establishment has an adequate training infrastructure.

During the apprenticeship the training programme must:

- adhere to the national regulations and be adequately documented
- be carried out under the supervision of appropriately qualified personnel (broadly this means somebody aged over 24, who has successfully completed an apprenticeship, and has approved industrial experience)
- include paid day-release or block release to the Berufsschule
- lead to the examinations set by the Chamber of Commerce locally.

The requirement for appropriately qualified on-job supervisors have something in common with the trainer-training infrastructure now required for the delivery of NVQs and SVQs in the UK (also a feature of the HCTB's pioneering Caterbase scheme). German requirements are however considerably less stringent. There is, for instance, no attempt to assess the ability of the trainer to train within the workplace, an important and mandatory element in the standards laid down by Britain's Training and Development Lead Body. Nor do German requirements draw any distinction between the skills of training and the skills of assessment.

The requirement that the establishment must have a comprehensive range of work activities effectively rules out most smaller

employers (there is no provision for 'realistic work experience' in colleges, except in Lower Saxony), and denies smaller gastronomic restaurants, for example, the opportunity to pass on their skills within the State system.

Hotel and catering apprenticeship schemes

Apprenticeships last normally for three years and exceptionally for two. For the hotel and catering industry, apprenticeships are offered in the following trades.

Clerical assistant

This once made some contribution to hotel management, but the more-recently introduced hotel-specialist scheme (described below) has tended to take over that role.

It now seems to be widely recognised that clerical assistants confine themselves during their training to purchasing, stock control, or other administrative work because that is where their future most probably lies. They have little or no contact with housekeeping, food and drink, or with customers generally. Their vocational education in the Berufsschule is similarly concentrated on clerical and administrative theory.

General assistant in hotels and restaurants

Lasting two years, this scheme is designed to meet the needs of the small business where all-round competence is more important than specialised skills.

Before a major review of the apprenticeship structure in the 1980s the emphasis was primarily on housekeeping; in many establishments it still is, coupled perhaps with larder work. It offers opportunities for at least some smaller businesses to participate in the dual system.

Cook

As in full-time British and French craft programmes, cooks are given a comprehensive basic training designed to enable them to adapt to work in a range of establishments from gastronomic restaurant to employee feeding.

There is a growing view in the industry that more emphasis should be placed in this three year scheme on business management and food science[9]. Some of the more progressive companies are already extending chefs' training out of the kitchen, and say that the Berufsschule is proving slow to adapt its syllabus accordingly.

As in Britain there is a general shortage of competent chefs throughout Germany, and this ensures that jobs are always available. This trade too is traditionally male-dominated, as it is in France and Britain, though women have successfully increased their representation.

Restaurant specialist

This covers the entire food and beverage operation and is a training ground for future banqueting or food and beverage managers as well as waiting staff. The pure waiting apprenticeship was dropped early in the 1980s because of its lack of appeal.

Although this scheme inherits a tradition of male dominance, demographic trends have had the effect of widening entry to include progressively more young women.

There is a general feeling (perhaps because most of its products necessarily move into waiting rather than restaurant management) that a three year apprenticeship is too long, though here again Lower Saxony appears to take a different view. The concern of employers generally at their failure to fill trainee places for a traditionally unpopular job which has not responded to attempts at face-lifts is reflected in this comment by

[9] DEHOGA Annual Report 1990/1, page 132

DEHOGA[10]: 'the greatest problem is ... the service area of the industry. With ever-increasing customer expectations and a steady improvement in the product itself, it is in customer service that we continue to fall down.'

Hotel specialist

This covers general hotel management and has replaced the clerical assistant scheme as the effective route for potential hotel managers. It is especially popular with successful pupils from the Realschule and some Abitur-holders from the Gymnasium.

The three year programme of training is sufficiently flexible to cover all operations but there is usually special emphasis on reception and front office.

Table 8
Hotel and catering apprenticeship schemes (numbers on)

	1990				1985	
	In training		Completed training	Passed final examination	In training	
	Total	Female			Total	Female
Clerical assistant	1425	1239	1204	905	na	na
General assistant	1685	1156	747	687	1893	1337
Cook	20,407	5831	9803	7930	28,123	7377
Restaurant specialist	6719	4110	3076	2544	7996	4821
Hotel specialist	20,602	17,389	7619	7040	17,366	16,135

Source: Federal Goverment Statistics Office

Examinations

Every trainee within the dual system is required to take at least one examination during the course of training (Vocational Training Act). Trainees are not required to take a final examination at the end of their training, but those who opt to do so (the vast majority) must have taken and satisfactorily passed an intermediate examination.

The Chambers of Commerce are responsible for these examinations, within Federal and State guidelines (see page 10). Examining boards comprise equal numbers of employer and employee representatives and at least one teacher from a Berufsschule.

The purpose of the final examination is to determine[11] *whether the candidate has mastered the necessary skills, possesses the necessary practical and theoretical knowledge and is familiar with the material which has been taught at the vocational school.* For catering and hotelkeeping the knowledge test is usually conducted both orally and in writing making considerable use of multi-choice questions.

Some examples of written examination papers for the chef and waiting schemes were reproduced as Appendices to the HCTB 1979 report[1]. Since then, more elaborate examinations in economics and employment legislation have been introduced for hotel and restaurant specialists.

[10] DEHOGA Annual Report, *op cit*, page 134

[11] Vocational Training Act, Section 35

Content of the schemes

The dual system across all industry seeks to avoid specialisation too soon in the training cycle, and all trades have a common first year followed by progressive specialisation. This well suits the particular needs of the hotel and catering industry which recognises that any hotel and catering business (not just the small business) requires staff at all levels who can, if necessary, turn their hand to a job outside their own specialism.

A pattern has evolved, therefore, whereby all trades except clerical assistant (where a specialised route is followed from the outset) have a common first year. As Figure 5 indicates, for the second and third years the pattern is similar to the Berufsschule-based studies (see Table 7 on page 20).

Figure 5

Work-based training on apprenticeship schemes

YEAR 1
Health, safety, hygiene and the environment †
Foreign languages and technical terms †
Organisational structure †
Accommodation services – use of cleaning equipment
Stock control and food/beverage storage †
Buffet works †
Menu and wine list planning and presentation †
Dietetic and nutritional principles and practices †
Restaurant service and cleaning – bills and accounts †
Room and table decoration
Office work
COOK
HOTEL/RESTAURANT SPECIALIST
YEAR 2
Further intensified training in year 1 subjects marked †
Kitchen organisation and control
Use and maintenance of kitchen equipment
Calculation of costs and prices
Practice in preparation of salads, vegetables and farinaceous products; egg dishes; soups and sauces; fish of all kinds; meat, offal, game and poultry; hot and cold starters; cheese dishes; desserts – hot, cold and frozen; convenience foods
As year 1, but in more depth
HOTEL SPECIALIST
RESTAURANT SPECIALIST
YEAR 3
Office work
Hotel organisation
Housekeeping and general management
Stores and administration
Reception
Marketing, advertising and public relations
Restaurant service and clearing away
Flambé work, carving and filleting at table
Menu and tariff planning
Wine appreciation and wine list planning
Wine and other drink service
General bar work
Banqueting and other function catering
Restaurant organisation
General organisational structure
Advertising and publicity

BERUFSFACHSCHULE

In some States, former Hauptschule pupils can attend a State Berufsfachschule for years 10 and 11 of their compulsory education. As the Hauptschule is not academically demanding, these arrangements are widely regarded (except in Lower Saxony and in private sector Berufsfachschule) as practical vocational reinforcement for school-leavers who otherwise would have more difficulty in finding an apprenticeship.

Curriculum content is heavily weighted in favour of general education, and the nearest vocational element to catering and hotelkeeping is substantially akin to the British home economics syllabus. The programmes are in no sense the equivalent, in terms of status or content, of British full-time college craft programmes.

Although Federal law requires them to do so, employers are generally reluctant to accept that attendance at a Berufsfachschule (or participation in a full-time school year Berufsgrundbildungsjahr) should exempt students from an equivalent period of apprenticeship in the dual system.

A significant exception to this generalisation is the practice in private Berufsfachschule (see overleaf), and also in some parts of Lower Saxony where one year full-time in a State Berufsfachschule, between the end of compulsory schooling and the beginning of the dual system, is the norm for all industries. Any student's remedial needs are dealt with independently before the Berufsfachschule year begins.

According to officials of the Lower Saxony State Education Ministry, arrangements on these lines were discussed at the State Education Ministers Standing Conference in the 1970s. They had a mixed reception and Lower Saxony was the only State in favour to the extent of embodying the principle in State law. Since 1985, the State government has left individual districts (sub-divisions of the State) to decide, following consultation with the industries concerned and with education, whether to adopt the full-time Berufsfachschule year or follow the conventional dual system throughout the apprenticeship. The vast majority still adopt the full-time year.

The approach in Lower Saxony

As Table 9 shows, responsibility for practical work is assumed by industry from year two onwards when the Berufsfachschule confines itself (as does the Berufsschule in the conventional system) to theory or 'underpinning knowledge'.

The first year bears the closest resemblance in the public sector German system to a British or French full-time craft programme. All Lower Saxony Berufsfachschule have training kitchens and restaurants (typically between 20 and 30 covers) where the students cook and serve one another in the early stages of their training. As their skills develop, the restaurant is opened to the general public. The teaching staff for the practical programme are required (as in all German vocational schools) to have had practical experience in the industry and to hold a Mastercraftsman certificate (see page 27) in addition to a teaching qualification.

Educationists in Lower Saxony favour the full-time year. They are able to achieve a sense of corporate entity within the student groups, and they believe it important to establish high craft standards from the outset. They doubt whether consistent standards are possible within the diverse range of employers participating in the conventional dual system.

Opinion within the hotel and catering industry in Lower Saxony appears less unanimous. Some of the bigger employers are critical (as they are in Britain and France) of the pace of practical work in college, and (predictably) many are dubious about college craft standards. On the other hand, most smaller employers (particularly restaurants with a relatively limited menu)

welcome the opportunities given to apprentices to gain a range of practical experience that would not be available in the workplace. Whatever differences of opinion there might be, the industry generally contributes materially to the work experience facilities in the school and many employers use them for experimental work.

Table 9
Educational content of Lower Saxony 3-year apprenticeship (hours per week)[1]

Year	1	2	3
Vocational theory	8	7	7
Civics	2	1	1
German	2	-	1
Sport	2	-	-
Religion	1½	-	-
Other subject[2]	2½	-	-
Practical work in school	18	-	-
Total hours in school	36	8	10

Note 1 In all vocational schools, 'hour' signifies 45 minutes, the length of a standard class

Note 2 This varies according to the industry concerned; it can include foreign languages for catering and hotelkeeping

Private sector Berufsfachschule

There are a number of private sector Berufsfachschule in Western Germany, with a particularly heavy concentration in Bavaria.

Some operate a Hotelfachschule on the same site. All operate elaborate training kitchens and public restaurants. Most are residential and cater for foreign as well as German students. Many indigenous students are sent by parents who own successful hotel and catering businesses.

HOTELFACHSCHULE

Candidates for the Hotelfachschule must normally have worked for a minimum of two years in their specialism following successful completion of apprenticeship. The public sector Hotelfachschule are mainly populated by German nationals, and the Heidelberg programmes, described opposite, are typical of their offerings.

Private sector Hotelfachschule attract significant numbers of foreign students. Generally they place more emphasis on foreign languages than in the public sector and some specifically include periods of work experience in foreign hotel chains. Others have links with individual German hotel groups such as Steinberger.

The two year programme (Table 10) from the Bad Worishofen Hotelfachschule is typical of those that have achieved State accreditation (so that successful students acquire a State qualification just as they would at a public sector school).

According to figures produced by the Federal Statistics Office, 99 people (66 men and 33 women) qualified in restaurant management and 465 (274 men and 191 women) qualified in hotel management from State Hotelfachschule in 1989/90. In addition 223 people (158 men and 65 women) qualified in hotel management from private sector Hotelfachschule. The totals are evidently low in relation to the management succession needs of the industry.

Heidelberg Hotelfachschule

Two programmes are offered at Heidelberg, one lasting two years and the other lasting one year.

The two year programme aims to equip students with the skills and knowledge for general hotel/catering management either as a proprietor or within a large group. The subjects covered include:

- German, English and French – both written and spoken
- Political economics
- Business administration, including marketing, finance and taxation
- Accounting
- Hotel administration and organisation
- Technology, including nutrition; production, storage and care, dispensation and control of wines, beers, spirits, etc.; kitchen control, equipment and menu planning; hotel planning.

Examinations are held every six months, with success being a requirement for continuing on the programme. Students who pass the final examination receive a certificate conferring the title of *Hotelbetriebswirt*, or Mastercraftsman.

The one year programme covers similar subject areas but in less depth. There is greater emphasis on food and beverage specialisms and the programme includes up to four hours of practical training every week in the training kitchen or restaurant. At the end of the programme successful students receive either a Federal certificate or one approved by the local Chamber of Commerce.

Table 10
Bad Worishofen Hotelfachschule two year programme

	Year 1 hours week	Year 1 hours year	Year 2 hours week	Year 2 hours year
Compulsory subjects				
Management theory	4	160	4	160
Bookkeeping	4	160	4	160
Hotel organisation	2	80	3	120
Industrial and personnel legislation	3	120	3	120
Technology	2	80	2	80
Practical work	2	80	2	80
Social studies	2	80	2	80
Statistics	3	120	3	120
Economics and social science	2	80	-	-
German	3	120	3	120
French	4	160	4	160
English	3	120	3	120
TOTAL	34	1360	33	1320
Optional subjects				
Training techniques	3	120		
Mathematics	-	-	3	120
Spanish	1	40	1	40
Italian	1	40	1	40
Practical data processing	2	80	2	80
Word processing	2	80	2	80
Practical food preparation and service	2	80	2	80
Organisational behaviour	-	-	2	80
Additional English	2	80	-	-
Additional French	2	80	-	-

UNIVERSITIES AND FACHHOCHSCHULE

Among the 27 disciplines leading to either a Magister or Diploma, the nearest to catering and hotelkeeping are general business administration and economics. While the economics programmes at the Universities of Munich and Berlin have a strong tourism content, there is nothing comparable to the many degree programmes in catering and hotelkeeping available in the UK.

The German universities have evidently resisted attempts from employers and trade unions to change their traditional function or modify their entry requirements which (with few exceptions) are inflexibly focussed on the Abitur (A level equivalent).

The Fachhochschule (the nearest equivalent to a British polytechnic and to the French Grandes Ecoles) regard themselves as offering the highest level of vocational education for traditionally prestigious professions. Some include classes in hotel economics in their broader economics programme, but hotel and catering management is a very small element.

In Bavaria, for example, there are 19 Fachhochschule, including 4 in the private sector. Between them, they offer 43 professional disciplines ranging from architecture to religious studies. The nearest to catering and hotelkeeping is tourism, offered by one centre only (Kempten Fachhochschule).

Admission to a Fachhochschule is confined to holders of the Abitur, and to those mature students who have come up through the dual system and the Fachoberschule, where home economics is the nearest discipline to catering and hotelkeeping.

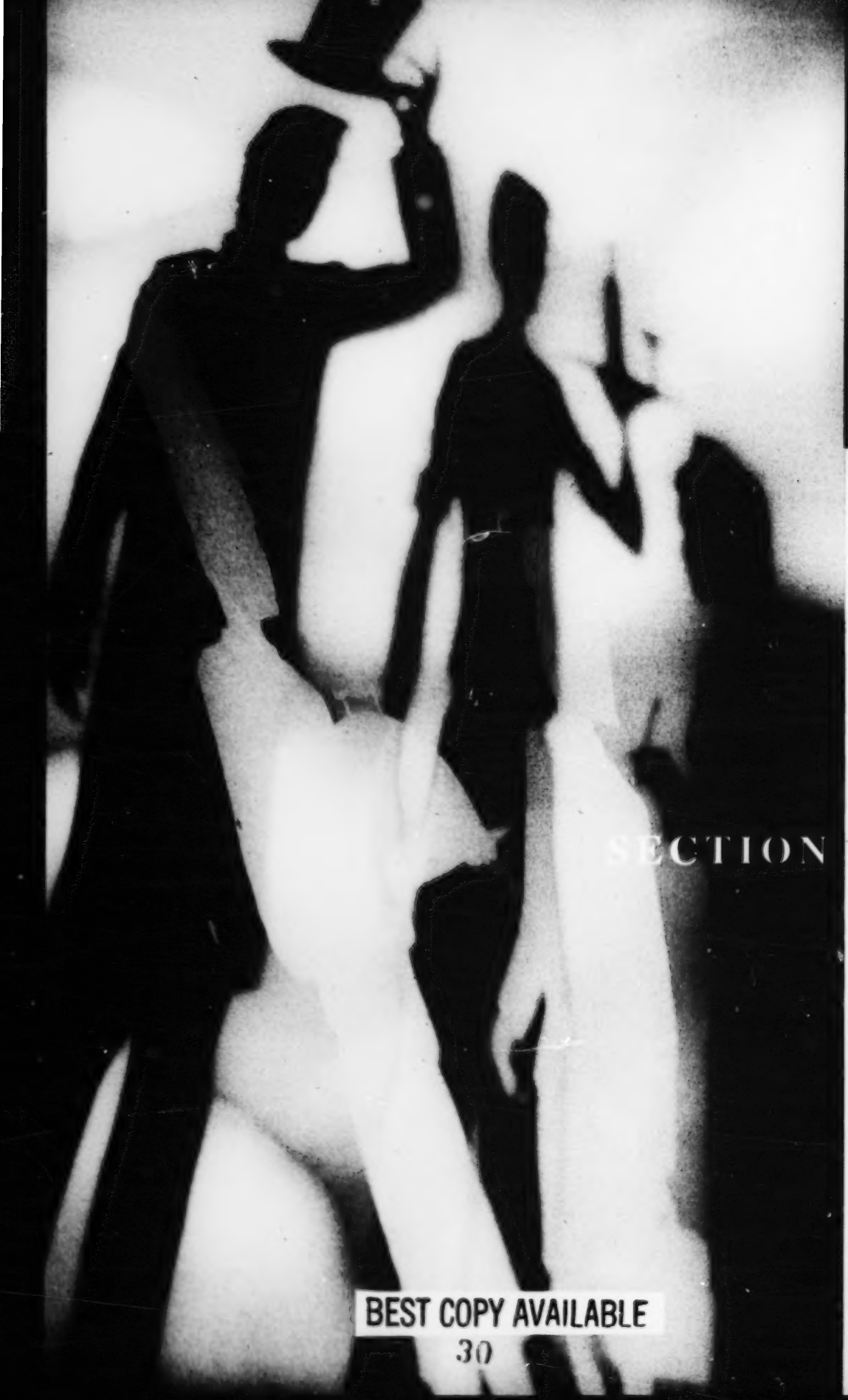
However, Lower Saxony is experimenting with a one year Fachoberschule programme in commercial catering and hotelkeeping. This will give access to higher education for ex-Realschule students who have successfully completed the Lower Saxony version of the dual system.

Industry initiatives

A number of initiatives have been taken within the industry itself to address the relatively scant State higher educational provision for management in catering and hotelkeeping. There is evidently a widespread feeling that more needs to be done to give actual and potential managers greater access to developments in management education and training generally. 'We need an equivalent of Cornell in Germany' is a sentiment frequently expressed (in Germany, as in Britain, the Cornell Hotel School appears to enjoy a reputation quite unrelated to any direct experience of its teaching or research achievements). Certainly, no centre of higher vocational education occupies the role within German catering and hotelkeeping that the more prestigious British centres enjoy.

A number of leading managers from within the industry, with substantial backing from DEHOGA, have responded to this need by setting up the *Institut fur System-gastronomie* which (whatever impression its title might convey to the English-speaking reader) is concerned neither with gastronomic standards nor fast food but rather with opening up developments in management techniques to the industry's management generally and particularly to those who are proposing to work in the larger restaurant chains or hotel groups.

The programmes themselves, based as they are on the social and economic environment, marketing, financial management, the management of people and general management, all backed up by case studies, are similar to those offered in American and British business schools. Their unique feature seems to be that they charge rates which are certainly no less than those charged for comparable programmes in Britain, and they have no difficulty in filling all their places from industry candidates many of whom are paying their own fees.



Conclusions

SECTION *Four*

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HOTEL & CATERING TRAINING COMPANY

The governmental and tripartite structure

Although the German approach to apprentice training, the dual system, effectively places the day-to-day operation of industrial training in the hands of employers, the policies within which it operates are substantially influenced by a tripartite structure which stems from the Federal Government's advisory committees, though the vocational training committee of the Chamber of Commerce, to the works committee. This feature, coupled with the distinct responsibilities of Federal and State Governments for different aspects of vocational education and training, produces a complex pattern of operation for the system as a whole.

This contrasts markedly with French vocational training for the hotel and catering industry which is based for the most part on State-controlled hotel schools or apprentice training centres all of which are subject to strong direction from central government. The regional consultative arrangements introduced in France over the past decade have nothing like the force of the German tripartite involvement.

In Britain, Industrial Training Boards set up under the 1964 Industrial Training Act were initially tripartite in composition with equal voting rights for employer and employee representatives and an advisory role for educationists (an exact parallel of the structure within the German Chamber of Commerce vocational training committees). The Manpower Services Commission, set up under the 1973 Employment and Training Act, followed much the same pattern.

During the 1980s the power balance of these bodies changed through the progressive erosion of trade union voting rights before the whole tripartite structure was replaced at the end of the decade by employer-led Training and Enterprise Councils and local enterprise companies. Evidently the British Government had concluded that tripartite control was ineffective and too dominated by sectional interests to react dynamically to changing needs.

Some criticisms on these lines are made, by Germany's hotel and catering employers among others, of the way the dual system operates. They suggest, for example, that the tortuous procedures for changing curriculum content in the Berufsschule have not responded quickly enough to the changing structure of the industry, and that the business management education needs of the bigger groups are still neglected.

There are suggestions too from educationists that the other two parties to the tripartite process can be too concerned with their political interests to deal objectively with educational and training issues (a criticism frequently made when the process applied in Britain).

An example is the full-time Berufsfachschule and the full-time basic vocational training year. The HCTB's 1979 report wrote of the concept as being then at the experimental stage. 'The German trade unions favour the extension of the system with a compulsory full-time training year as the basis of all apprenticeships. It may also be that they find the prospect of removing training from the hands of employers attractive in itself.... (However, it) is seen by some employers as the thin edge of the wedge leading to the unions' goal of full-time off-job training for all occupations. It is vehemently opposed by the employers' federation and by those employers we met.'

Only in a minority of States such as Lower Saxony does the concept appear to have been pursued on its educational merits. In most others, political pressures have ensured that it remains, a decade later, at the experimental stage or at most offering a breathing space exclusively for low achievers.

But whatever defects the tripartite emphasis in the Germany system may have, it has the supreme merit, recognised by all its

participants, of operating industrial training with the minimum of interference from Federal or State Government. The cost of training in the workplace is placed firmly on employers and they appear to accept this as preferable to some kind of levy system which could presumably be the alternative[12].

For those trade unions operating in the hotel and catering industry at least, the tripartite system affords a presence in vocational education and training, particularly in the control of examinations, which is greater than might be justified by the size of their membership. The educationists, for their part, have their advisory role buttressed by a captive market sustained through the compulsory education element of the system. To some considerable extent, therefore, all three parties to the tripartite system have an interest in maintaining it.

Standards of training in the workplace

The range of work experience required by Chambers of Commerce before any establishment can participate in the dual system, effectively rules out most smaller employers. Some major hotel groups see this as a point in the system's favour in that it concentrates on-job training in 'centres of excellence'. However that might be, it denies to many smaller businesses the opportunity to give training in high standards of food service and gastronomy within the State system. The Wiesbaden Chamber of Commerce, for example, has 5000 registered commercial hoteliers and caterers of whom only 900, most of them hotels and guesthouses rather than restaurants, offer work experience under the dual system (this roughly corresponds with a DEHOGA estimate of 10% over the industry as a whole).

If only 10% of establishments are participating in the dual system, it follows that the other 90% (and the whole of the public sector and industrial catering) must be living off their efforts. This is universally recognised in Germany. Taking West German industry as a whole, only 41% of former apprentices are employed on permanent contract with their parent company six months after completing their training[13]. The remarkable thing (bearing in mind that the British 1964 Industrial Training Act was designed primarily to 'spread the cost of training more equitably', i.e. penalise poaching) is that none of the companies producing the trained staff appears to complain about it.

Considerations of fairness apart, the relatively small number of participating companies has the merit of enabling the Chamber of Commerce to keep some control of standards, particularly in the bigger groups. But problems remain. DEHOGA is concerned about a minority of employers who blunt the industry's competitive edge in the youth employment market by failing to honour their training commitments. Continuing trade union pressures for full-time college-based programmes and the introduction over the past decade of an intermediate workplace examination are other symptoms of a general concern that good practice is not being universally followed.

Undeniably, standards of on-job training and job rotation are notoriously difficult to check externally in whatever country the checks are being applied. There is nothing in the operation of the German system to suggest that it is less effective in maintaining standards than the more bureaucratic levy/grant system operated in Britain in the 1960s and 70s.

[12] The reserve powers held by the Federal Government to impose a levy on industry if available places fell below a certain level - the 'Act for the promotion of Training Places' – referred to in the HCTB 1979 report as a 'Sword of Damocles' – proved so unacceptable to industry generally that they have been shelved.

[13] *The Dual System – The Vocational Training System in the Federal Republic of Germany*, op cit, page 39

What should prove more effective than the German practice is the provision, as yet embryonic in Britain, to strengthen the training and assessment infrastructure within companies offering National and Scottish Vocational Qualifications, and to broaden the range of participating employers by providing 'realistic work experience' in colleges and elsewhere so as to supplement the limited range of experience that smaller employers can offer.

This leads to consideration of the occupational standards on which the on-job training programmes (and the complementary Berufsschule teaching of 'underpinning knowledge') should be based. The Ministers' Standing Conference definition of the purpose of industrial training was quoted earlier in this report: 'to provide the basic skills for a field of employment and, through career-orientated specialised training, the specialised skills and knowledge required for competence in an occupation'. The definition is unexceptionable as far as it goes, but without the kind of detailed employer-led analyses of occupational competence now emerging in Britain as part of the requirements of NVQs and SVQs, it does not go very far. In particular, there can be no guarantee, even within the purview of individual Chambers of Commerce, that all training establishments are working towards a common set of standards that will be acceptable and transferable within the German hotel and catering industry as a whole.

The recruitment, retention and placement of trainees: the image of the industry

The figures quoted in Table 8 on page 23 for completion of the various hotel and catering apprenticeship schemes in 1990, suggest that the drop-out rate during training (bearing in mind the trainee population spends between two or three years in apprenticeship) is negligible compared, for example, with Youth Training in Britain[14]. Given that, for the vast majority, the dual system includes at least two years of compulsory education, this is not surprising.

What worries German hotel and catering employers, to judge from conversations with them as well as repeated references in DEHOGA publications, is the diminishing number of applicants for apprenticeship, and the loss of trainees to other service industries at the end of it. These concerns are widely shared by employers in all industries. In 1990, 690,000 West German school leavers applied for apprenticeship compared with 765,000 in 1984. According to the Federal Ministry of Education[15]: 'this development is not only determined by (demographic trends) but also by changes in young people's approach towards higher education. The future indicates a shift towards higher education at universities and equivalent institutions'.

Whilst there are no statistics of loss of hotel and catering apprentices to other industries at the end of training, there is no lack of anecdotal evidence from hotel managers and training officers.

Clerical assistants, with widely applicable skills in purchasing and inventory control, are attractive over the whole range of industry. Qualified restaurant and hotel specialists will have had the opportunity to demonstrate supervisory skills and will have experience in customer relations that is immediately transferable to retail distribution and a wide range of other service industries. The most industry-specific trade is that of cook, but this is also the craft most in demand throughout the European Community and the one least affected by language barriers.

This, as DEHOGA is keenly aware, presents a considerable challenge to the industry's employers, and the Association has undertaken a major research project (as did its British counterpart in the late 1980s) into the image of the industry and its attraction for young people. 'The hospitality industry is,

qualitatively and quantitively, a growth area, and will in the future have an increasing need for young people. The number of employees has risen over ten years by 30% to almost 1 million. This should be seen in the context of falling numbers of school-leavers over the same period. In the search for trainees, the hotel and catering industry has come year by year under increasing competitive pressure.'[16]

The research was based on a survey of 800 Berufsschule students taking up apprenticeships in the hotel and catering industry. The principal attractions of the industry emerged as contact with people, job security, a wide variety of activities, and the possibilities of working abroad. These aspects (presumably without too much emphasis on the last) will figure in future careers publicity.

The features of working in the industry that were least liked were unsocial and over-long hours of work, stressful working conditions, and low pay with poor prospects. DEHOGA is very conscious of the need to bring all training standards up to those of the best. One Berufsschule principal spoke during the compilation of this report about the practice in the hotel and catering industry generally of inducing students, by unrecorded cash payments, to miss day-release in favour of covering staff shortages or peak demand in hotels and restaurants. Others complained of unresponsive students when they turned up to the Berufsschule; this they attributed to over-long hours of work again in return for covert financial inducements. Clearly catering and hotelkeeping is open to greater temptations in this respect than other industries, and it is evident from the exhortatory tone of DEHOGA that employers have not universally avoided them.

The Federal Ministry of Education and Science publishes in English *Basic and Structural Data* on education and training[17]. The 1990/1 edition shows that cook ranks number 17 and hotel specialist number 21 in the 25 most popular apprenticeships for young men and women (the top five overall are selling in the retail trade, motor-vehicle mechanic, industrial clerk, office clerk, and hairdresser).

For men apprentices only, cook ranks number 14 in the top 25, hotel specialist does not appear (the top five are motor-vehicle mechanic, electrical fitter, machine fitter, joiner, and wholesale clerk). For women only, hotel specialist ranks number 12 and cook number 23 (the top five are hairdresser, selling in the retail trade, office work, doctor's receptionist, and food sales). Food and beverage service figures nowhere.

Higher vocational education for the hotel and catering industry

Section 27 of the German Framework Act for Higher Education (Hochschulrahmengesetz) guarantees every German citizen 'the course of higher education of his choice if he can furnish proof that he holds the requisite qualifications'. The 'requisite qualifications', in effect, are the Abitur for entry to a university or Fachhochschule (polytechnic) or, in some States (see Figure 4, page 19) practical experience followed by a bridging programme in a Fachoberschule for entry to a polytechnic.

The hotel and catering industry in Germany suffers from a fundamental disadvantage in that no German university or polytechnic offers a programme of hotel and catering management which is remotely comparable

[14] HCTC, the biggest Youth Training provider for the UK hotel and catering industry, estimates that some 30% of trainees leave the scheme before completing training

[15] *The Dual System – The Vocational Training System in the Federal Republic of Germany*, *op cit*

[16] DEHOGA 1990/1 Annual Report, pp 44–45).

[17] *Basic and Structure Data - Education Statistics for the Federal Republic of Germany 1990/1*, Federal Ministry of Education and Science, Bonn

to those on offer at many universities and polytechnics in the UK. Nor is there anything to compare with the Brevet Technicien Superieur full-time programmes offered at 20 State hotel schools in France together with Master's programmes in hospitality management at two French universities.

This means, in effect, that the German hotel and catering industry continues to look for most of its managers from the products of the dual system, though some of the bigger hotel and restaurant chains are also making available internal management training programmes to graduates in economics and associated disciplines.

At a time when German industry as a whole is becoming increasingly worried about the popularity of higher education (as opposed to the dual system) amongst school-leavers, it also means that the hotel and catering industry misses out on much of the talent that proceeds from the Gymnasium into vocational programmes in polytechnics. Out of some 50 vocational areas listed as being included in the 27 disciplines covered by polytechnic studies[18], the nearest to catering and hotelkeeping are food technology, nutrition and home technology, viniculture, economics, and business administration.

A criticism sometimes advanced of the output of British catering education is that it has produced graduates and diplomates at the expense of skilled craft practitioners. The German dual system certainly ensures that future managers have a sound base of craft education and training, but the structure and content of State higher vocational education severely restricts their opportunity for educational development. Furthermore it does so at a time when the emergence of the bigger catering and hotel business calls for increasing emphasis on business management.

The business management programmes specifically for the industry made available in the private sector (many of them sponsored by DEHOGA) and in the small number of State Hotelfachschule do something to repair the omission for the practising craft-trained manager. Nevertheless, the industry's effective exclusion from full-time vocational provision in polytechnics must have the effect of making most young Abitur holders look elsewhere for their careers.

Effective management succession in any industry depends on finding a balance between internal promotion of people who have developed within it and external recruitment from the products of higher vocational education. The German hotel and catering industry all too often has very little choice.

Adult training and retraining

The numbers of young people coming through the dual system annually are unequal in themselves to maintaining the manpower structure of the German hotel and catering industry in terms of quantity or quality. The dual system is exclusively concerned with training young people for craft jobs. The 60% or so of the workforce in occupations below craft level are presumably found, as they are in Britain, within the relatively unskilled general adult labour market. That must leave the hotel and catering industry with a training requirement at least equal numerically to that of the dual system.

This points to another possible limitation of German practice compared with the new NVQ/SVQ arrangements in Britain. There seems to be no means in Germany of integrating entrants of all ages in one unified system working towards a common range of qualifications. The dual system appears to have dominated work-based training to the exclusion of any systematic approach for those entering the industry by any other route.

Waiting as an occupation

The restructuring of the trainee classifications into their present categories of cook, hotel and catering assistant, hotel specialist, restaurant specialist and hotel administrator was in train when the HCTB report was being compiled in 1979. Whilst the trade of hotel specialist appears to have proved itself as a training ground for hotel management, restaurant specialist has been less successful.

The German hotel and catering industry has traditionally shared with the British the difficulty that waiting, particularly for young men, is widely regarded as a demeaning occupation. In France the difficulty is not as great because there is a well-established route from restaurant supervision, through restaurant management to general management.

The Germans evidently hoped to overcome the unpopularity of waiting by dropping it altogether from the range of trades covered by the dual system, and substituting the trade of restaurant specialist. The result appears to have been confusion within the industry. The demand for rank and file food and drink service remains, and three years still appears too long for those trainees (the vast majority) who are likely to spend much of their career as waiters and waitresses rather than restaurant supervisors or managers. There now seems general recognition that renaming the trade has given unrealistic expectations to many who come into it, and it is indisputable that the change has not increased the total numbers coming forward, nor (as the attitude survey quoted earlier shows) has it raised the image of food service in the eyes of school-leavers.

Re-unification issues

The increasing affluence which has extended to the new States following re-unification has already begun to raise customer expectations and will put new quantitative and qualitative demands on the former Democratic Republic's hotel and restaurant sectors. A substantial hotel building programme is underway. This has aggravated the skills shortages in the West referred to earlier because key staff are inevitably in demand in the East to impart the required standards. At the same time unskilled young people are moving to the West in the hope of acquiring catering and hotelkeeping skills without waiting for a revival of standards in the East, and in the knowledge that training rates of pay in the West are substantially higher[19].

The Federal Government has recognised this dilemma, which is not peculiar to the hotel and catering industry, by offering inducements to small businesses. Establishments employing fewer than 20 people in the new States qualify for a one-off payment of 5000 DM (approximately £1700) for every trainee taken on within the dual system.

DEHOGA, for their part, have agreed not to recruit actively in the new States though they reserve the right to offer an apprenticeship to young East Germans who are unable to find one locally. Clearly the re-unification process has further strengthened the position of young people in the labour market and will place increasing demands on the competitiveness of the training, pay, and working conditions the hotel and catering industry offers.

[18] *The Significance of Fachhochschule Studies and Degrees both in the Federal Republic of Germany and in an International Context*, published by the Secretariat of the State Ministers' Standing Conference, Bonn, 1986

[19] For a detailed comparison of East/West rates of pay see DEHOGA 1990/1 Annual Report, page 136

SUMMARY

This report has pointed to some possible weaknesses in the German system because it has become increasingly fashionable, in making international comparisons, to disparage British educational and training practices compared with those of our continental partners. The strengths of the dual system are nevertheless there for all to see. It produces at the present time a much higher proportion of qualified staff for the hotel and catering industry than Britain, and though the introduction here of NVQs/SVQs should redress the balance, the evidence is not there yet. The impressions gained by the foreign traveller using German hotels and restaurants suggest that the products of the dual system are more competent in foreign languages than their French or British counterparts and that they are well equipped with technical and social skills (cooking is another matter and obviously national traditions and prejudices make objective comparisons difficult).

Perhaps the strongest indication of the health of the dual system is its longevity. The 1969 legislation did little more than recognise what was happening. It did not create the system. The general view within the German hotel and catering industry is that, despite its imperfections, its slowness to adapt to change, and its imposition on a minority of employers the training needs of the industry as a whole, it suits German needs better than some more coercive system imposed from the outside.

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